

Message Text

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ACTION IO-10

INFO OCT-01 AF-06 EUR-12 ISO-00 AID-05 EB-07 L-02 CIAE-00

INR-07 NSAE-00 TRSE-00 AGR-05 CU-02 COME-00 OMB-01

HEW-02 OES-03 SR-02 ORM-01 DIWY-01 SIL-01 LAB-04 /072 W

----- 090212

R 181740Z APR 75

FM AMEMBASSY BAMAKO

TO SECSTATE WASHDC 1263

INFO AMEMBASSY ABIDJAN

AMEMBASSY DAKAR

AMEMBASSY PARIS

USUN NEW YORK 228

USMISSION GENEVA

USMISSION VIENNA

C O N F I D E N T I A L SECTION 1 OF 2 BAMAKO 1484

PARIS FOR MELONE

E.O. 11652: GDS

TAGS: EAID, UNDP

SUBJECT: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REF: STATE 064907

1. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM

IN JANUARY A DECISION WAS MADE BY UNDP TO GIVE MORE
AUTHORITY TO THE RES REP IN THE FIELD. HE NOW HAS THE
AUTHORITY TO APPROVE PROJECTS UP TO \$100,000 AND TO USE
A PROCEDURE CALLED "APPROVAL IN PRINCIPLE" TO START PROJECTS.
THUS, HIS IMPORTANCE VIS-A-VIS THE GOVERNMENT AND THE
SPECIALIZED AGENCIES HAS INCREASED CONSIDERABLY BECAUSE HE IS
THE PRIME MOVER IN THE PROGRAMMING OF THE FUNDS ALLOCATED BY
UNDP TO EACH COUNTRY. IN MALI THE AMOUNT GRANTED BY UNDP
FOR THE PERIOD 1972-76 (FIRST 5 YEARS) IS \$10,000,000.

IT WILL MORE THAN DOUBLE FOR THE FIVE YEARS FOLLOWING
1976 TO \$23,000,000. MORE THAN \$10,000,000 HAS ALREADY

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BEEN PROGRAMMED AND IT IS LIKELY THAT MORE THAN \$13,000,000

WILL PROBABLY BE PROGRAMMED BEFORE THE END OF THE FIRST FIVE-YEAR PROGRAM. FOR MALI THERE ARE ALSO GRANTS RELATED TO THE DROUGHT OF \$2,448,000; UN POPULATION FUND \$900,000 FOR A DEMOGRAPHIC CENSUS; WORLD FOOD PROGRAM WITH \$6,519,000; OSRO WITH \$1,950,296, EMERGENCY UN GRANT OF \$6,300,000 TO SUBSIDIZE IMPORTS AND REGULAR PROGRAMS OF THE VARIOUS SPECIALIZED AGENCIES WHICH AMOUNT TO \$6,000,000. IN MALI THERE IS ONLY ONE SPECIALIZED AGENCY THAT HAS A REPRESENTATIVE, THE FAO, WHILE THE WORLD FOOD PROGRAM HAS A SENIOR ADVISOR TO THE RESIDENT REPRESENTATIVE AND UNICEF HAS A VOLUNTEER WHO DOES LIAISON WORK THOUGH UNICEF DOES NOT PARTICIPATE IN THE OVERALL PROGRAMMING EXERCISE. UN AND IBRD UNDERTAKINGS APPEAR CAREFULLY COORDINATED. FOR EXAMPLE WHO CARRIED OUT TSETSE FLY ERADICATION IN SEVERAL AREAS OF MALI WITH FAO AND IBRD NOW STUDYING A PROJECT TO DEVELOP THESE AREAS FOR AGRICULTURAL PRODUCTION. UNDP HAS COOPERATED WITH THE IBRD IN CARRYING OUT A ROAD SURVEY (BAMAKO-KAYES). THE MALI PORTION OF THE NORTH-SOUTH TRANS-SAHARAN ROAD WAS STUDIED BY THE UNDP WITH IBRD POSSIBLY FINANCING ITS CONSTRUCTION. THIS COORDINATION HAS TAKEN PLACE IN SPITE OF THE FACT THAT IBRD HAS NO COUNTRY REPRESENTATIVE IN MALI.

2. COORDINATION ROLE OF THE UNDP RESIDENT REPRESENTATIVE AND THE ATTITUDE OF THE HOST GOVERNMENT

THERE IS NO COORDINATION BY THE RES REP OF ANY EXTERANL TECHNICAL ASSISTANCE ALTHOUGH THIS YEAR HE DID COMPILE A COMPREHENSIVE LIST OF ALL MULTILATERAL AND BILATERAL PROJECTS. ALL EFFORTS TO OBTAIN THE GOVERNMENT'S BACKING FOR A MORE ACTIVE AND COORDINATING ROLE FOR THE RES REP HAVE BEEN UNSUCCESSFUL. THE DEFENSE MINISTER WHO IS ALSO THE DROUGHT COORDINATOR HAS FREQUENTLY ASSERTED THAT THE MALI GOVERNMENT, NOT THE UNDP, SHOULD COORDINATE ALL FOREIGN AID INPUTS. FOR THIS REASON THE UNDP RES REP DOES NOT HAVE PARTICULARLY CLOSE CONTACTS WITH HIGH GOVERNMENT OFFICIALS WHO TEND TO LIMIT HIS ROLE TO A DIPLOMATIC ONE OF REPRESENTING THE UN SYSTEM IN MALI BUT NOT EXTENDING TO HIS INVOLVEMENT IN PROGRAMMING DECISIONS.

3. ROLE OF RES REP VIS-A-VIS OTHER UN SYSTEM ACTIVITIES

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WHILE THE RES REP HAS SHOWN INTEREST IN DROUGHT PROBLEMS, HE HAS NOT, BECAUSE OF RELUCTANCE OF OTHER DONORS, PARTICULARLY THE FRENCH AND THE GOM, BEEN ABLE TO ASSUME LEADERSHIP OR TO ACTIVELY IMPLEMENT PROGRAMS PREPARED BY OSRO. THIS MAY ALSO BE THE RESULT OF A LACK OF FIRM DIRECTIVE ON THE PART OF OSRO AND THE SPECIAL UN OFFICE FOR THE SAHEL.

4. UNDP PROGRAM REVIEW MECHANISM

WHILE THE ADOPTION OF THE FIVE-YEAR PROGRAMMING CYCLE WAS MEANT TO RESULT IN A SPEEDIER DISBURSEMENT OF PROJECTS FUNDS, EXPERIENCE HAS SHOWN THAT DEVELOPMENT OF PROGRAM PROPOSALS HAS TAKEN LONGER THAN ENVISIONED. THUS, INSTEAD OF WAITING TO THE END OF THE FIVE-YEAR CYCLE TO PROPOSE NEW PROGRAMS, UNDP NOW CARRIES ON PROGRAMMING AS A CONTINUAL PROCESS. NEARLY US \$3 MILLION HAS ALREADY BEEN PROGRAMMED BY UNDP/MALI FOR EXPENDITURE IN 1976 AND 1977, THE FIRST YEARS OF THE NEXT FIVE-YEAR CYCLE.

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HEW-02 OES-03 SR-02 ORM-01 DIWY-01 SIL-01 LAB-04 /072 W

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5. APPRAISAL OF PROPOSED PROJECTS

SINCE OSRO HAS NO PERMANENT REPRESENTATIVE IN MALI, EMBASSY IS INFORMED ABOUT OSRO INITIATIVES THROUGH AID/ROME AND AID/WASHINGTON. THE DIRECTION OF EMERGENCY DROUGHT RELIEF ACTIVITIES SUCH AS ALLOCATION, DELIVERY AND FUMIGATION OF GRAIN OR THE PURCHASE OF TRUCKS FOR GRAIN SHIPMENTS TO THE INTERIOR ARE SHARED AMONG THREE PERSONS IN THE UNDP OFFICE: THE FAO REPRESENTATIVE, THE WFP ADVISOR AND THE PRESIDENT REPRESENTATIVE. IF, IN THE FUTURE, LARGE DONOR CONTRIBUTIONS AND MAJOR PROGRAMS ARE CHanneled THROUGH

OSRO, IT WOULD MAKE SENSE FOR THE UNDP TO NAME ONE PERSON TO COORDINATE THESE EMERGENCY PROGRAMS. IN GENERAL, UNDP CONTINUES TO BE STRONGER ON PROGRAMMING THAN ON IMPLEMENTATION FOR THE REASONS EXPLAINED ELSEWHERE IN THIS REPORT. WITH THE CREATION OF THE AID/CDO OFFICE IN BAMAKO IT IS ANTICIPATED THAT AN AID OFFICER WILL DEVELOP AND MAINTAIN CLOSE PROFESSIONAL RELATIONS WITH THE LOCAL UNDP OFFICE AND THAT BROADER REVIEWS OF UNDP PROJECTS MAY TAKE PLACE.

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6. EFFECTIVENESS OF ON-GOING PROJECTS

MALI SUFFERS FROM THE USUAL PROBLEM OF DELAYS IN FINDING EXPERTS BY THE AGENCIES AND THE TIME NEEDED BY THE GOVERNMENT TO APPROVE THEIR NOMINATION. THE PROBLEM OF MONITORING ARRIVAL OF EQUIPMENT FOR PROJECTS, AS WELL AS OF EXPERTS, IS LESS ACUTE IN MALI. IN JANUARY SUCH MONITORING BECAME THE RESPONSIBILITY OF AN ADMINISTRATIVE ASSISTANT TO THE RES REP WHO HELPS THE PROJECT MANAGER SPEED UP THE ARRIVAL OF EQUIPMENT OR EXPERTS WHEN NECESSARY.

7. PROJECT EVALUATION

THE TRIPARTITE REVIEW SYSTEM INTRODUCED BY UNDP HAS BEEN USED BY THE RES REP IN MALI. IN THREE CASES A SPECIAL MISSION CAME TO EVALUATE PROJECTS THAT HAD LAGGED BEHIND THEIR EXECUTION SCHEDULE. IN EACH CASE THE EVALUATION TEAM CONSIDERED THE PROJECTS, THOUGH BEHIND SCHEDULE, TO BE IMPORTANT FOR THE COUNTRY AND HE RECOMMENDED THAT THEY BE CONTINUED. THE THREE PROGRAMS REVIEWED DURING THE YEAR WERE: (A) ADMINISTRATIVE REFORM MLI/71/522; (B) POPULATION CENSUS MLI/73/PO1; AND (C) INSTRUCTORS AND AGRICULTURAL STAFF TRAINING MLI/72/006. IN THE CASE OF THE FIRST TWO PROJECTS, THE RECOMMENDATIONS OF THE RES REP WERE OVERRULED BY THE EVALUATION TEAM AND THE PROGRAMS WERE CONTINUED. THE THIRD PROGRAM WAS CONTINUED AS THE MAJOR PROBLEM HAD BEEN A LACK OF COORDINATION RELATED TO LATE ARRIVAL OF EQUIPMENT WHICH PREVENTED THE INSTRUCTORS FROM STARTING THEIR TRAINING PROGRAM.

8. WOMEN IN DEVELOPMENT

THERE IS A SPECIAL PROJECT FOR THE IMPROVEMENT OF THE CONDITIONS OF LIFE FOR WOMEN IN RURAL AREAS OF MALI. THE PROJECT WAS PREPARED BY THE UN POPULATION FUND AND WILL BE IMPLEMENTED WITH THE HELP OF UNESCO, ILO, AND FAO. A MAJOR ELEMENT OF THE PROGRAM IS TRAINING WOMEN IN HANDICRAFTS AND AGRICULTURAL PROCESSING SKILLS SUCH AS COTTON SPINNING AND ENCOURAGING THEM TO FORM COOPERATIVES FOR IMPROVED

MARKETING OF THEIR PRODUCTION.

9. REQUEST FOR FOLLOW-UP ACTION
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THE UN SYSTEM IS SUFFICIENTLY COMPLEX THAT IT IS DIFFICULT FOR ANY RES REP TO COVER THE WHOLE RANGE OF ACTIVITIES IN A COUNTRY. ONE PROBLEM CONCERNS THE CHOICE OF THE PROJECT MANAGER TO IMPLEMENT THE PROJECT. THE RES REP BELIEVES THAT IT WOULD BE BETTER TO HAVE A PROJECT MANAGER HIRED UNDER A CARRIER BASIS SYSTEM RATHER THAN THE PRESENT TWO-YEAR CONTRACT, WHICH WORKS TO THE ADVANTAGE OF THE PROJECT MANAGER AS HE GETS HIS OWN CONTRACT EXTENDED BY RECOMMENDING THE EXTENSION OF HIS PROJECT. A CARRIER BASIS SYSTEM WOULD ALLOW THE PROJECT MANAGER TO BE MORE OBJECTIVE IN HIS EVALUATION OF THE WORK SINCE HE COULD BE ASSURED CONTINUED EMPLOYMENT.

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: CERP 0008, FOREIGN ASSISTANCE, PROGRAM ASSISTANCE
Control Number: n/a
Copy: SINGLE
Draft Date: 18 APR 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: CunninFX
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975BAMAKO01484
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D750138-0116
From: BAMAKO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t19750435/aaaabgmp.tel
Line Count: 245
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 75 STATE 064907
Review Action: RELEASED, APPROVED
Review Authority: CunninFX
Review Comment: n/a
Review Content Flags:
Review Date: 08 APR 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <08 APR 2003 by BoyleJA>; APPROVED <16 SEP 2003 by CunninFX>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
05 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS
TAGS: EAID, ML, UNDP
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 05 JUL 2006